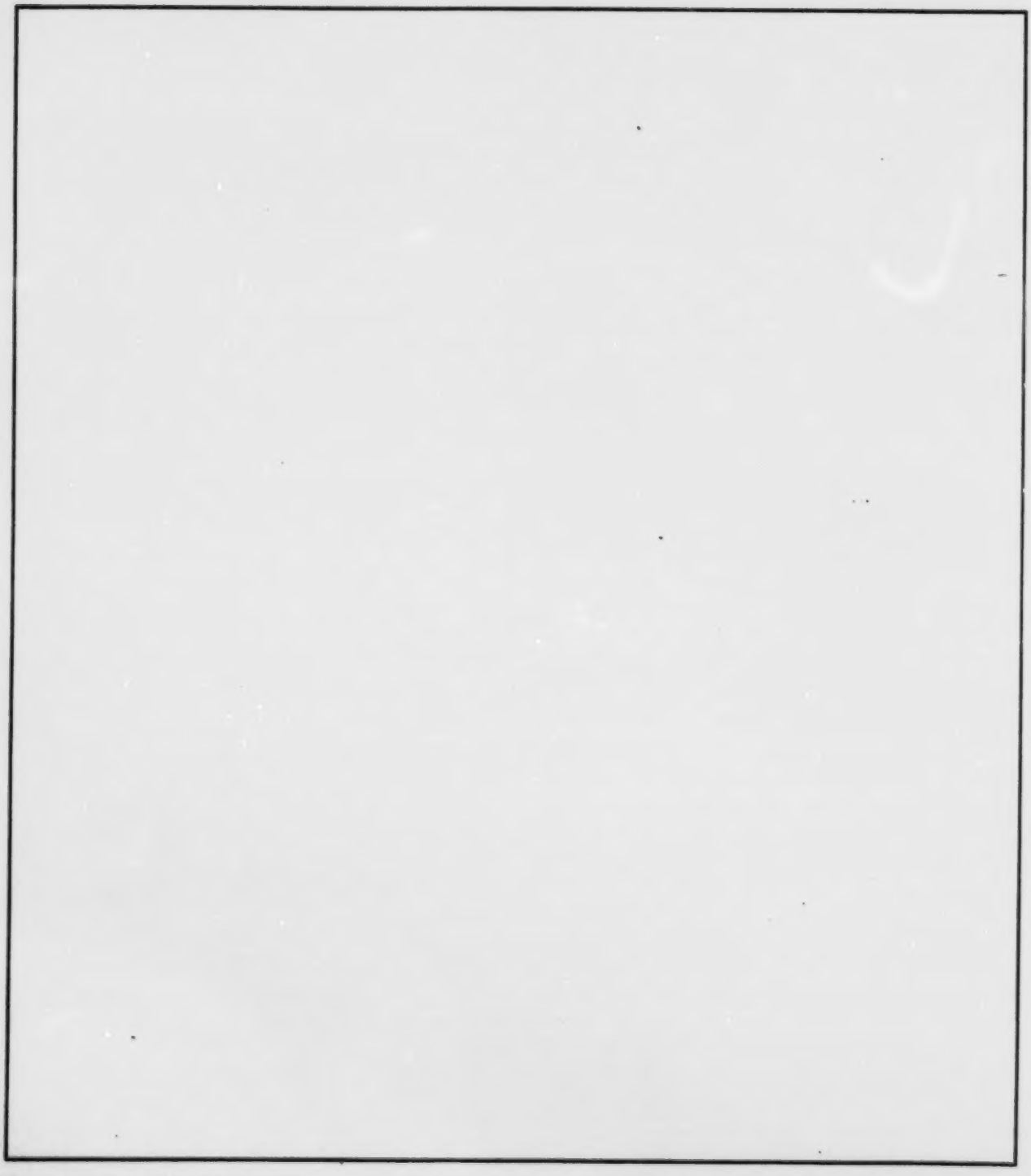
- DISPLAY -

Saskatchewan Education

K-12 Program Policies

Saskatchewan



May, 1983

PROGRAM POLICIES in EDUCATION

Report of the Sub-committee

for

K-12 Program Policies

of the

Curriculum and Instruction Review

May 1983

EXECUTIVE SUMMARY

K-12 Program Policies, one of the Sub-projects of the Curriculum and Instruction Review, was intended primarily to assess the adequacy of policies affecting what is taught in Saskatchewan schools. Each of the applicable policies is described, with issues identified, conclusions drawn and recommendations proposed.

To place such a policy review in perspective, the government's role in the planning, delivery and evaluation of instruction was examined. Also considered were the educational traditions of the province, current pressures for more centralized control, and factors affecting policy making in the Department of Education.

While some changes are proposed for policies governing K-12 instruction, the moderate and long-term nature of these policies has tended to minimize the need for radical revisions intended to satisfy immediate concerns. Ensuring that such policies continue to reflect the diversity of student needs, public expectations and schooling circumstances will be a continuing responsibility of all those involved in Saskatchewan education.

Background

The K-12 Program Policies Sub-project committee was formed in the spring of 1982 to prepare a report for the Minister's Advisory Committee. The original terms of reference for the sub-project are contained in Appendix A.

Based in Swift Current, the committee consisted of Fred Herron (chairman), Craig Melvin, Stirling McDowell, Linda Pusch and Brian Ward, with Terry McKague attending the meetings and subsequently Bert McNair serving as recorder.

Because of career changes over the summer, Stirling McDowell resigned from the committee and Fred Herron was no longer able to continue as project coordinator. Consequently, two new members were added to the committee, Bob Arkell and Peter Tarnowsky, with Terry McKague acting as chairman.

When the committee was restructured in the fall of 1982, it becaume necessary to delimit the scope of the study in order to make the task more manageable within the time and resources available to the committee. Two major areas were to receive attention - the policy role of the Department of Education and the relationship between policy and practice - with other issues being addressed where appropriate.

Among the topics which are not dealt with directly in this report are:

1. Compulsory school attendance. This issue was considered in the context of whether compulsory attendance is still desirable and how attendance can be encouraged and enforced.

2. Possible fragmentation in schooling as a result of an increased number of private schools and home study programs, aspirations and demands of special interest groups, and efforts to accommodate religious, language and ethnic differences.

3. Educational services for pre-school aged children, given the increased number of educational programs for children in this age group.

4. The role and responsibility of organizations in addition to the Department of Education in influencing educational policy and practice.

5. Consistency between program policies and courses of study. To what extent do curriculum guides support the principles underlying program policies.

Although the organization of the Division System is utilized for purposes of analysis, that does not necessarily reflect a commitment to its continuation. Given the variations that exist with respect to grading patterns presently, it is questionable whether any structure, other than K - 12 itself, would be any more suitable than any other in reflecting the functions of a grading system.

The reason for dividing the K - 12 system into smaller divisions has been to provide a rationale for differing educational practices. The practices themselves are based on three criteria: how children of different ages best learn; the most appropriate relationship between teachers and pupils at different age levels; and, the relative importance of the content of instruction. Because these differing practices give rise to differing philosophical orientations to education, they serve to guide the school program.

OVERVIEW

If an overall theme were to be suggested for this report, that theme might very well relate to "striking a balance"

- a balance between standardization and individualization, centralization and decentralization, uniformity and diversity

- a balance that would reflect the need to maintain minimum standards without limiting instructional adaptation and curriculum revision

- a balance between the necessity of a common core program and the desirability of providing alternatives intended to reflect local needs and concerns

- a balance between the responsibility of government to ensure that certain things occur in education and to enable other things to come about

- a balance among the respective roles of the Department of Education with regard to the planning, delivery and evaluation of instruction

- a balance between prescriptive and facilitative measures for monitoring the attainment of educational goals

- a balance between what may be philosophically sound and what appears to be politically practicable.

In suggesting how a government might respond to conflicting expectations and pluralistic views, the report generally advocates a moderate approach. Recognizing the complexity of most issues related to schooling, it advises against solutions which may be deceptively simple, or the adoption of extreme positions. Indeed, it favours a balanced approach in dealing with the varied components which comprise the educational system.

SUMMARY OF RECOMMENDATIONS

I. POLICY IN EDUCATION

1. Principles Affecting Program Policies

1.1 That the provincial government continue in its efforts to equalize educational opportunity through the maintenance of minimum standards and the encouragement of individualized approaches to meeting student needs.

2. Centralization and Decentralization

1.2 That shared decision-making as it has evolved in Saskatchewan continue to characterize educational policy making.

1.3 That a primary emphasis in program development be the preparation of programs which can be implemented in all schools.

3. Educational Supervision

1.4 That the Department of Education clarify the educational goals of Saskatchewan.

1.5 That the programs and policies of the Department reflect provincially established priorities.

1.6 That in responding to pressures for increased accountability, the Department of Education explore alternatives consistent with decentralized decision-making and shared responsibility for educational outcomes.

1.7 That the Department of Education provide a framework for the development of local policies and practices for the supervision and evaluation of teachers, including guidelines respecting legal requirements and human rights.

4. Monitoring Student Achievement

1.8 That the Department of Education institute a testing program similar to the 1978 student assessment program to be carried out periodically at each division level.

1.9 That the results of this testing program be used provincially for purposes of public accountability and program evaluation, and locally for diagnostic, placement and remedial purposes.

1.10 That a bank of test items and performance measures for the major courses of study be prepared and made available to teachers for use on a voluntary basis.

1.11 That the Department of Education provide increased assistance to teachers and others in developing suitable measures intended to reflect the diversity of program objectives, including the experiential domain.

II. POLICY AND PRACTICE

1. Division I and II

2.1 That consideration be given to having program policies at the Division I and II level expressed in terms of concepts to be covered and competencies to be learned in addition to time to be allocated to various subjects.

2. Division III

2.2 That a comprehensive and updated Middle Years policy statement be prepared to guide the education of students in this age group.

3. Division IV

2.3 That the number of required Level 30 subjects be increased from 5 to 7.

2.4 That the following be compulsory in each year of Division IV: an English course, a social science, a mathematics subject, and a natural science.

2.5 That no more than three credits in any one of these subject areas be considered compulsory at the Division IV level.

2.6 That only those courses in which students have a 90% chance of succeeding be considered for compulsory status.

2.7 That consideration be given to providing opportunities for students to challenge exams in compulsory subjects.

2.8 That the criteria used for the numbering and sequencing of Division IV courses be reviewed by the Department in order to provide maximum flexibility without limiting the advantages of sequential instruction.

2.9 That the Department recognize alternative experiences high school students may have as being creditable toward program completion.

2.10 That the Department encourage the development of alternative ways to provide learning opportunities at the secondary level by assisting and funding innovative approaches to meeting the present and future needs of high school aged students.

2.11 That the Department of Education continue to support and upgrade the level of career education in schools.

4. Grade Twelve Evaluation

2.12 That existing procedures regarding 50-50 departmental examinations and teacher accreditation continue.

2.13 That accredited teachers be required to renew their accredited status at least every five years through in-service activities which would include the opportunity to compare with others their evaluation procedures and standards.

2.14 That the Department of Education review other aspects of the Accreditation Policies to determine whether they are continuing to meet the objectives for which they were established.

2.15 That the Department of Education continue to monitor the extent to which grade twelve results are consistent province-wide and make the analysis of this information available to people in the educational community and beyond.

2.16 That procedures be established for increased communication between representatives of K-12 and advanced institutions regarding the articulation of programs, entrance requirements and expectations for students.

III. DEVELOPING EFFECTIVE POLICY

1. Educational Influence of a Central Authority

3.1 That in influencing the nature and quality of education, government continue to place major emphasis on its role in planning for instruction.

2. Statute, Regulations and Administrative Procedures

3.2 That the relationship be clarified between statute and regulation on the one hand and departmental policy and administrative procedures on the other.

3.3 That a regulatory reference group be established to consult with the Minister and Department of Education with respect to additions, deletions and modifications to regulations.

3.4 That an administrative rules and procedures advisory committee be established to consult with the Minister and Department of Education with respect to additions, deletions and modifications to administrative rules and procedures.

3. Conclusions Regarding the Adequacy of Program Policies

3.5 That committees involved in the development and modification of program and policies include greater representation on the part of lay people and citizen groups.

3.6 That all administrative rules and procedures of the Department of Education be compiled and made available in a single document to educators and others who may be interested.

3.7 That proposed changes to program policies be considered in the light of their implications for other policies and schooling circumstances.

3.8 That prior to implementation, educational policy be tested against the criteria of feasibility, desirability, congruity and authority.

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APPENDICES

SECTION I

POLICY IN EDUCATION

In this section the policies to be considered in the report are identified and the major concepts introduced.

A description of education in Saskatchewan is followed by a classification of provincial policies and the principles they represent. The issue of shared decision-making is discussed in greater detail, particularly as it relates to educational supervision and the monitoring of student achievement.

INTRODUCTION

Policy in education can be considered a vehicle by which any level of government attempts to influence the nature of curriculum and instruction. The range of issues with which policy can deal extends from the right to attend school to the criteria to be applied in designating schools offering immersion programs in the official minority language.

In Saskatchewan, provincial policies affecting education include such varied provisions as funding arrangements for non-English speaking students, credit requirements for high school completion, student exemption from certain types of instruction, instructional responsibilities of principals, and promotion policies for students.

Although school boards in Saskatchewan have a duty to "approve the courses of instruction which shall constitute the instructional program of each school in the division" (Education Act, Sec. 91 (j)),such authorizations are subject to the regulations established by the provincial legislature and cabinet.

The types of policy matters with which this paper deals concern primarily what shall be taught at each division level, those subjects which are compulsory or optional, the amount of time that should be allocated to each subject, and the requirements for high school completion.

Policies affecting these matters as they relate to Division I - III can be found in the Regulations under The Education Act (Sec.32) and in Department of Education bulletins (most recently "Saskatchewan School Programs 1980-81 - An Information Bulletin for Administrators") and in appropriate curriculum guides.

Policies affecting programs in Division IV are contained in the Regulations (Sec. 32 and 34) and in "A Statement of Division Four Program Policies" (1975).

This paper does not examine specifically those policies which relate to the education of exceptional children, core and immersion French programs, religious instruction or teacher qualifications.

Although these policies affect educational programs, not all of them contain provisions applicable to all school situations.

While it recognizes that a major policy affecting schooling is the 1963 policy, "A Plan for the Reorganization of Instruction in Saskatchewan Schools", inasmuch as the instructional aspects of this policy are being dealt with in another report, this paper does not consider them directly.

Appendix B provides an outline of legislation and regulations affecting program policies, while Appendix C contains a more detailed description of the major program policies.

MAJOR CONCEPTS

To assist the reader in understanding the terms to be used in this paper, major concepts have been referenced to the Dictionary of Education (1973) edited by C.V. Good (see Appendix D). Of the several concepts used in this report,

three are described here in more detail. They are policy, program and program policy.

Policy

Policy is a judgment, derived from some system of values and some assessment of situational factors, operating as a general plan for guiding decisions regarding the means of attaining desired objectives. As such, policy may place positive limits (should/may) or negative controls (should not) on decisions and actions. These limits become an aid to decision-making which allow social structures to operate in a stable, consistent and uniform manner.

Policy is important for at least three reasons: First, by establishing regular patterns of relating to those involved in the enterprise, it fosters an atmosphere of cooperation. Second, it serves to constrain possible arbitrary acts of people in positions of power. Third, it facilitates the decentralization of authority and allows individuals to effectively exercise judgment about problems they may encounter.

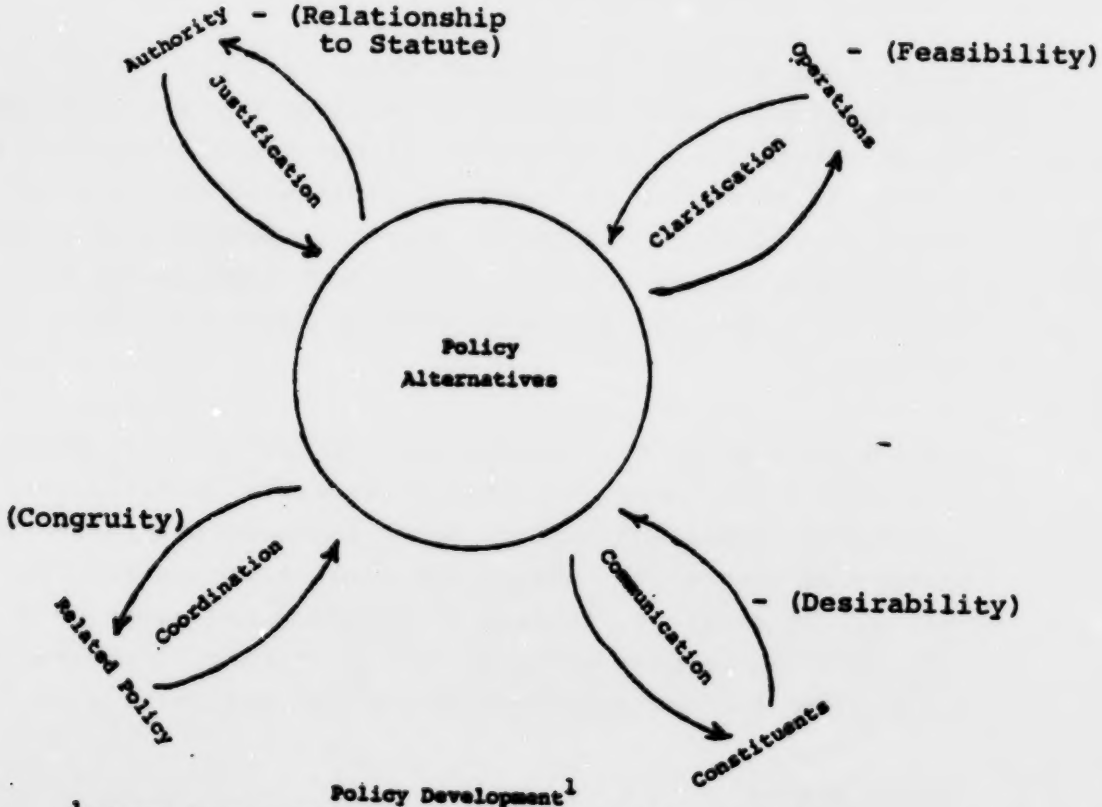
For the purpose of this paper, the term policy will be used to describe all those statutes, regulations, administrative procedures, memos and letters which serve to determine such matters as educational goals, the content of instruction, delivery of services, funding of programs and assessment of outcomes. While most policies are in writing, some are unwritten and are developed either through custom or fiat.

Policy Making

Policy making refers to the process by which policy is developed, implemented and evaluated. The development of

policy follows from an assessment of the degree to which existing policy has been implemented and meets intended needs. Monitoring or maintenance of policy is considered by some authors to follow from the implementation stage and precede evaluation.

Despite heavy emphasis in the literature on policy development, usable theory is largely absent. There are nearly as many models of policy development as there are people writing about it. One example of such models is the following, which is based on four criteria to be used in assessing policy making.



Policy Development[1]

[1]Adapted from B. Caldwell and L. Tymko, "Policy Making for Education," Alberta School Trustees Association, 1980

The Model suggests that policy derives from a set of alternatives which can be tested and modified to meet four sets of demands. One set of demands originates in the operating environment. As a result of clarification, various alternatives can be tested to ensure that one or more can be put into place. Communication with constituent groups ensures that the final policy chosen meets with the approval and is supported by significant reference groups. Coordination with related policies establishes congruity with what exists, while justification guarantees that it is lawful to engage in policy making.

Consideration of these four dimensions serves to ensure that the following criteria have been adhered to:

- feasibility: can the policy be put into practice?
- desirability: will the policy be accepted?
- congruity: does the policy fit into an overall framework?
- authority: is the policy lawful?

Taken together, these constitute the basic test of the efficacy and appropriateness of policy making.

Program

A program is a series of learning experiences designed to achieve within a specific period of time certain instructional objectives. Although program and course of study have been used synonymously, courses of study strictly refers to an official guide prepared for use by educators as an aid to teaching. Hence, one course of study could lead to the implementation of several programs. Curriculum, another synonym for course of study, refers to a systematic grouping of courses of study.

Program Policy

Program policy refers to those plans of action or guides for decision-making which assist the planning of learning experiences, the delivery of learning, and the evaluation of learning outcomes.

EDUCATION: SASKATCHEWAN STYLE

Saskatchewan has a unique system of education, one that differs considerably from that of other countries. For example, Russia has ten years of public schooling, Iran charges tuition fees for students past the compulsory age of schooling, Turkey's age of compulsory schooling are from 7-12 while Britain's is 5-14. Curriculum development is largely decentralized in Britain and the United States but nationally centralized in Ireland. School boards are non-existent in Australia.

If one had to briefly describe Saskatchewan's educational system to a visitor from a foreign country, the description would probably read as follows:

> Education in Saskatchewan is financed through a system of public taxation which allows children to attend school without having to pay tuition fees. Those children who are seven to sixteen years in age must attend school in order to become literate members of society. While at school, all children have equal right to the learning resources that are available.
>
> Generally, students attend school five and a half hours each day for approximately 200 days a year. For administrative purposes the school year is divided into two terms ending on December 31 and June 30, although many secondary schools are organized into two semesters with a break at the end of January.

Schools are organized according to school divisions which are directed by a board whose members are elected. The board employs an educator (Director of Education) as its chief executive officer. Among the duties of this person are the supervision of the professionally trained teachers in the division.

Classroom teachers are expected to follow provincial courses of study and recommended subject time-allotments. In order to meet the individual needs of students, they are also expected to use a range of teaching-learning approaches. Evaluation of student progress is the responsibility of the teacher, who periodically reports to parents on student progress.

Students are usually grouped for instruction according to age and ability and are expected to learn academic material that has been organized on a subject basis. At the elementary level basic skill subjects intended to ensure literacy and numeracy are emphasized. A basic general education is also provided at the secondary level, although here there is opportunity to take elective subjects and pursue more specialized programs.

Education in Saskatchewan is also characterized by the following features:

- provincial funding which is largely unconditional and which attempts to equalize educational opportunity.
- schools which vary in size from fewer than a dozen students to more than 1800.
- the growth of French immersion programs.

- the fact that more than 80% of secondary students take only 10% of courses available provincially.
- organizations of teachers, trustees and educational administrators which concern themselves with the quality of education in the province.
- the influence of parents through their membership on boards, provincial organizations and school-based committees.
- retention rates for students which are presently about 74% (based on the difference between the number of students in grades 2 and 12), an improvement over the low of 64% in 1979 but still below the high of 80% registered in 1970.
- the importance of providing courses for handicapped and learning disabled students.

Types of Educational Policies

This description of education in Saskatchewan is revealing insofar as it identifies the major assumptions and/or program policies that exist in the province. For illustrative purposes, each policy is described below with regard to its appropriate reference in The Education Act, 1978 and Regulations.

Program Policies

Type	Section of the Education Act
Planning for Instruction	
1. Public Funding of Education	144(2)... no fees for tuition, transportation or any other expenses with respect to attendance at school are to be charged . . .

2. Compulsory School Attendance	155... every parent or guardian. having charge of a pupil who is of compulsory school age (7-16) shall take all steps that are necessary to ensure regular attendance of that pupil . . .
3. Liberal-Arts Emphasis in Learning Goals	Reg. 132 ... pupil shall be taught English, mathematics, science, social studies, health-guidance, physical education, music and art.
4. Local Autonomy/Decision-Making	32 In each school division there shall be a board of education . . . 38(1) General election of members of board of education . . . 91 A board of education shall: (a) administer and manage the educational affairs of the school division . . .
5. Right to Education and Access to Educational Services	... no teacher, trustee, director superintendent or other school official shall in any way deprive or attempt to deprive, a pupil of access to, or the advantage of, the educational services approved and provided by the board of education.
6. Teachers to Have University Education	Regulations 5-11
<u>Delivery of Instruction</u>	
7. Time Available for Instruction	
School Year - 200 days	164(2) There shall be two hundred days in a school year . . .
School Days - 5½ Hours	165(1) ... the program of instruction in schools shall be conducted between 9:00 a.m. and 12:00 noon and between 1:30 p.m. and 4:00 p.m. on each school day.
School Term - September to June	164(1) The school year shall be divided into (a) two terms ending on December 31 and June 30 respectively;

8. Provincially-Developed Courses of Study	97 The minister shall: (c) provide courses of study or curriculum guides pertaining to courses of instruction . . .
9. Learning Material Organized by Subject	Reg. 132 ... pupil shall be taught English, mathematics, science, social studies, health-guidance, physical education, music and art.
10. Focus upon individual needs	227(b)... plan ... learning activities ... with due regard for individual differences.

Evaluation of Learning Outcomes

11. Teacher Determination of Student Progress	Reg. 34(5) In Divisions I, II and III, in Grades 10 and 11 subjects and in Grade 12 subjects in which departmental examinations are not prepared the final standings of pupils shall be determined by the teacher . . .
12. Regular Reporting to Parents of Student Progress	227 A teacher shall . . . report regularly . . . to the parent or guardian of each pupil with respect to his progess . . .

Principles Affecting Program Policies

These twelve provisions reflect the following principles, which can be said to characterize education in Saskatchewan.

1. Universality of education
   - right of access
   - compulsory school attendance
   - public funding
2. Standardization of schooling circumstances
   - 200 day school year
   - five hours of daily instruction
   - equalization grants

3. Commonality of program
    - provincial courses of study
    - compulsory subjects
    - guidelines for time allotments
4. Recognition of individual differences
    - special needs students
    - continuous pupil progress
    - local course development
5. Uniformity of outcomes
    - graduation requirements
    - external examinations
    - accreditation policies

A more historic treatment of assumptions underlying Saskatchewan education can be found in Appendix E.

Education in Saskatchewan has tended to develop in the following way:

Right of access to educational services ⟶ Provision of general basic education ⟶ Recognition of individual differences ⟶ Equality of educational outcomes

- - - - Standardization - - - - - - - - Individualization - - - -

Historically education in Saskatchewan has evolved from attempts to provide a standard education for all children to efforts aimed at equalizing educational outcomes through variations in programs and instructional approaches.

It can be suggested that greater success has been achieved with those responsibilities which reflect standardization than those aimed at individualization. In theory if not in practice, every school-aged child has the right to attend school and receive educational services commensurate with his or her needs and abilities. The provision of programs emphasizing general education and literacy has been commonplace in the province, with students generally exceeding national norms on standardized tests of basic skill subjects.

The recognition of individual student differences has been accomplished to a greater extent legally (exemption from religious instruction) and administratively (identification of gifted students) than it has been educationally. Equality of educational outcomes, some would suggest, will never be fully realized in a province faced with such a diversity of student needs and circumstances related to schooling.

While the provision of schooling must begin from a standardized base, standardization alone will not result in equalized opportunity or outcomes. Variations in students, teachers and classroom situations call for variations in program content, time allotments and teaching strategies. As a result, policies in education need to go beyond provisions aimed at universal access and minimum standards to those which foster local initiative and individualized approaches. Striking a balance between policies which provide for both standardization and individualization is perhaps the central issue facing educational governance.

In this regard it is recommended:

1.1 That the provincial government continue in its efforts to equalize educational opportunity through the maintenance of minimum standards and the encouragement of individualized approaches to meeting student needs.

A provincial government can attempt to influence educational programs in a number of ways:

1. It can regulate such matters as who shall attend school, who shall be eligible to teach, what subjects will be provided, and who shall qualify for high school graduation.

2. It can designate its funding in such a way as to promote the offering of various programs or the utilization of certain types of staff members.

3. It can encourage those instructional practices consistent with its objectives through in-service training and consultative services.

As a result of prescriptive provisions (credits for high school completion), designation of financial assistance (for certain types of special programs) and information dissemination (awareness of the gifted), a department of education can affect the nature and quality of educational programs.

The influence any government has over programs, however, is not unlimited. Among the factors which can affect the ability of a central authority to place its stamp on educational programs are:

- the weight of tradition which favors continuity over change.
- the autonomy of teachers to provide instruction within their own classrooms.
- parental prerogatives derived from human rights charters.
- the influence of post-secondary requirements.
- the availability of funding from Federal sources.

Any of these can serve to limit the influence a department of education may have over the nature of curriculum and instruction.

The policy making role of the Department of Education is explored in more detail in the third section of the report.

EDUCATIONAL ISSUES

Centralization and Decentralization

In Saskatchewan certain trends have become evident with respect to both the nature and application of educational policy. Of those, perhaps the most significant has been the trend to greater decentralization of decision-making authority.

At one time the policies of the Department of Education were considered sacred by teachers, administrators and school trustees. Compliance with program policies and courses of study was not only a strongly-held norm in the province, it was reinforced by such measures as departmental examinations, single authorized textbooks and high school inspectors.

Over the years there has been a shift away from accountability vested in these external controls to one which acknowledges the merits of school board autonomy and the increased professionalism of teachers. Unconditional funding to school boards and accreditation by teacher by subject are only two examples of the province's willingness to share its responsibility for the quality of instructional programs.

Decentralization of educational decision-making also recognized that variations in local conditions required modifications of provincial policies and that the Department of Education did not have all the resources required to maintain or monitor program diversification.

Such a transition, however, has not been without its problems. Decentralization of decision-making is based on the assumption that those given authority for decisions are capable of making them and are prepared to assume responsibility for them.

When school boards act in ways that are seen to be inconsistent with the views of their electorate or when teachers ignore the broader implications of their evaluation procedures, the understandable tendency is for government to respond by assuming increased control - a tendency which has become worldwide in scope.

Among the factors in Saskatchewan which may be promoting a reconsideration of the trend toward local decision-making are:

- declining enrolments which have widened the gap in program offerings between rural and urban school divisions.
- costs to school boards resulting from the diversity of students they are required to educate not always being reflected in government grants.
- declining standards and lack of uniformity perceived to exist at the grade twelve level.
- departures by teachers from the contents of provincial courses of study or authorized textbooks.
- desire for equality of opportunity on the part of all students in the face of post-secondary entrance requirements and competition for jobs.

Pressures like these are being reflected in a demand for a return to such things as comprehensive examinations, closer inspection of teacher behavior, a common curriculum in reading and mathematics, and more compulsory subjects at the Division IV level. Many people seem to assume that greater uniformity and standardization can be achieved most expeditiously through increased centralization of educational control.

This assumption, however, tends to oversimplify rather complicated issues. While external examinations, for example, as they were used in the past, did provide a type of uniformity, they did not guarantee standardization of educational outcomes or improved learning opportunities for students. They served much more as a screening device for universities and potential employers than as a check on program adequacy, course coverage or teaching effectiveness.

Despite pressures in this direction, the tendency for provincial governments to assume greater control over educational matters has not become a noticeable trend in Saskatchewan. Although special purpose grants and provincial testing of student achievement have been employed in recent years, the stance of the government has remained largely unchanged.

Acknowledging its ultimate responsibility for the quality of instruction, the Department of Education views itself as a partner in an enterprise which involves other partners, namely parents, trustees and teachers, who are seen to have a legitimate stake in the nature of schooling. It has responded with restraint to the various movements which have swept north from the United States. It has resisted too wide a swing of the educational pendulum. With a certain agrarian stoicism, it has expressed quiet confidence in the educational system and the commitment of people to make it work well.

Sound as that position has been in the past, it may have to be reconsidered if pressures for greater central control become more intense. In that event it can only be hoped that government response would be consistent with the forces desiring more central control, recognizing that a philosophy based on moderation, collective action and mutual trust can serve education as well in the future as it has in the past.

With respect to the issue of centralization and decentralization, it is recommended:

1.2 That shared decision-making as it has evolved in Saskatchewan continue to characterize educational policy making.

It is also recommended:

1.3 That a primary emphasis in program development be the preparation of programs which can be implemented in all schools.

Since the resources of the Department of Education will always be somewhat limited, it needs to assess its priorities with respect to program development. An important consideration in this regard is the ability of schools and school systems to satisfy their own program requirements. In general, the larger the unit of administration the greater the likelihood this will occur. Because of disparities which exist in the ability of schools to develop and offer various programs, the Department has a responsibility to ensure that its programs are capable of being implemented in all schools in the province.

Educational Supervision

Related to the issue of centralization and decentralization is the question of educational supervision or monitoring. Among the questions which can be raised in this context are the following:

- How can people be assured that the goals of education are being achieved?
- Are expenditures for schooling cost-effective?
- Whose responsibility is it to ensure that program policies and provincial courses of study are being followed?

While it is somewhat difficult to assess how widespread these concerns may be in Saskatchewan, they are consistent with a desire for greater accountability and centralized control which is affecting education throughout North America.

The origins of this movement vary and may result from economic constraints and competition for jobs, program inequalities and variations in teacher effectiveness, or a lack of curriculum relevance and disenchantment with local decisions. Whatever the basis, these concerns reflect a general lack of public confidence in the school system to provide the skills, knowledge and attitudes students need to meet the demands of society.

The issue has many dimensions. These range from the reluctance of the public to support increased mill rates to the perceived need for closer supervision of teachers, and include the lack of systematic procedures for evaluating provincial courses of study, as well as non-compliance by school boards with the policies of the department.

Responses by a central authority to concerns such as these can vary from punitive measures (withholding of grants) to non-threatening procedures (collection of data to substantiate program adequacy). An increasing number of people favour greater central control as the answer to problems associated with educational supervision. This can be achieved through such means as external comprehensive exams, the use of inspectors to monitor program adherence, or the stipulation that teachers be supervised on a regular basis.

Such approaches, however, may tend to deal more with the symptoms than with the underlying problem. They are unlikely to reveal the reasons as to why certain things are being done

or not done. More importantly, centralized measures may inhibit a problem-solving approach to pertinent issues because they lack sensitivity to local needs and concerns.

Despite the objections some people have to the use of centralist approaches to achieving educational standards, few people are questioning the responsibility which the provincial government has for the quality of school programs. Regardless of the value of sharing with others certain decisions which they are in a position to make, ultimate responsibility still resides with the central authority.

If in fulfilling this mandate, the Department of Education discovers that its confidence in school boards, administrators and teachers can be called into question, it may have no option but to consider the imposition of centralized measures. If educational policies are realistic and worthwhile, they should be applied univerally and upheld consistently throughout the province.

To ensure that the criteria used to judge the educational system are in place, it is recommended:

1.4 That the Department of Education clarify the educational goals of Saskatchewan.

and 1.5 That the programs and policies of the Department reflect provincially established priorities.

To ensure the achievement of educational goals, it is recommended:

1.6 That in responding to pressures for increased accountability, the Department of Education explore alternatives consistent with decentralized decision-making and shared responsibility for educational outcomes.

One example of such an approach is a program for monitoring teacher performance. There is little doubt that the qualifications and competencies of teachers is an obvious determinant of educational quality. Ensuring that only the most capable teachers are found in our schools is a shared responsibility of school boards, teacher organizations and government. Among other means which can be used to enhance the quality of teaching in schools is a systematic program of teacher supervision and evaluation.

In supporting such a program the most appropriate role for the Department of Education is to ensure that policies regarding the supervision of teachers are developed at the local level and to outline the guidelines that should be in place in order to protect the rights of those involved in the process. For these reasons it is recommended:

1.7 That the Department of Education provide a framework for the development of local policies and practices for the supervision and evaluation of teachers, including guidelines respecting legal requirements and human rights.

Even with a program of teacher supervision in place, the government may still have a need to substantiate the extent to which learning objectives are being met in its schools. To provide an information base regarding the achievement of students which can be used as a measure of schooling effectiveness, it is proposed that the Department of Education initiate systematic procedures aimed at monitoring student performance.

Monitoring Student Achievement

In view of concerns being expressed about Saskatchewan students lacking proficiency in basic skill areas, there may be a need to assess how well students at various levels are performing

with respect to literacy and numeracy. For purposes of comparison, students in the past and those outside the province could be used. This would require both longitudinal studies of student achievement as well as basic skill tests which are referenced to national norms.

If the government requires objective data with which to respond to concerns about standards, it is recommended:

1.8 That the Department of Education institute a testing program similar to the 1978 student assessment program to be carried out periodically at each division level,

and 1.9 That the results of this testing program be used provincially for purposes of public accountability and program evaluation, and locally for diagnostic, placement and remedial purposes.

It is also proposed that student testing be as unobtrusive as possible, with minimal disruption of the regular program.

Because of the basic skill nature of standardized tests, they are limited in their ability to evaluate other important aspects of schooling. In order to assess how well students are learning what is being taught in our schools, it is recommended:

1.10 That a bank of test items and performance measures for the major courses of study be prepared and made available to teachers for use on a voluntary basis.

Such measures, it is suggested, should reflect various levels of cognitive thinking as well as the affective and psychomotor domains. To facilitate the preparation of program-referenced tests, curriculum guides should follow an objectives-based format similar to the current Division I and II math.

Because criterion-referenced tests are most effectively used in assessing academic achievement, it is recommended:

1.11 That the Department of Education provide increased assistance to teachers and others in developing suitable measures intended to reflect the diversity of program objectives, including the experiential domain.

CONCLUSIONS

Among the conclusions which can be drawn from the discussion in Section I are the following:

1. Educational policy is a major vehicle by which a central authority can influence the nature of schooling within its jurisdiction.
2. To be effective, policy should be consistent with an overall set of educational beliefs, be considered desirable and legitimate, and be capable of implementation.
3. The Department of Education has the dual responsibility of ensuring the maintenance of minimum standards while maximizing learning opportunities for individual students.
4. Standardization of education can contribute to provincial uniformity and equality of access, but is limited in producing equality of student outcomes derived from differentiated treatment.
5. Programs intended to monitor student achievement and teaching effectiveness are examples of methods by which government can substantiate the quality of instruction without imposing undue restrictions on school boards and teachers.

SECTION II

POLICY AND PRACTICE

In this section the major policies affecting educational practice are considered in some detail. Under the headings of:

Division I and II
Division III
Division IV

relevant policies are described and their influence on education discussed.

On the basis of this discussion certain conclusions are drawn and recommendations proposed.

DIVISION I and II

At the Division I and II level, program decisions are governed by the following policies:

(a) Regulation 32(4) - Subjects to be taught

(b) Regulation 32(3) - Role of the principal re. time allocations

(c) Guidelines of the Department of Education re. time allotments

(d) "A Plan for the Reorganization of Instruction in Saskatchewan Schools" (1963)

The first three policies relate to the compulsory subjects to be offered and the number of minutes per week allocated to each subject (see Appendix F). The "Reorganization" policy confirms the Division System and with it the concept of continuous progress.

Based on discussions with a sample of teachers and administrators involved at the Division I and II level, the following observations can be made concerning the influence of policy on instructional practices:

1. Significant variation exists from school to school and classroom to classroom in the extent to which teachers base their teaching or evaluation procedures on the policies that apply to Division I and II.
2. Although teachers are aware of the compulsory subjects and the guidelines for time allocations, most would be hard pressed to identify the source of these regulations.
3. Most teachers do not distinguish between program policies and the content of curriculum guides.
4. Teachers would like a greater voice in the formulation of policy affecting their teaching.

5. In general, teachers spend more minutes per week in language arts and mathematics than are prescribed in the guidelines. Compared to the 52% of instructional time recommended for English and math, many teachers spend closer to 60% of their time on these subjects, with some devoting as high as 75% of their instructional time to basic skill subjects.

6. Teachers justify the amount of emphasis given to literacy on the strength of its importance as an objective in elementary education and the fact that teacher accountability is based primarily on the achievement of students in the basic skill subjects.

7. When teachers devote more than the allocated amount of time to English and math, they attempt to apportion the remaining time according to the ratios suggested in the guidelines.

8. Depending on local circumstances, subjects which receive inconsistent or inconsequential emphasis are science, social studies, health, art and music. Unless access to a gymnasium is limited, most teachers attempt to adhere to the recommended time allocations for physical education.

9. Among the reasons for the variation in emphasis given individual subjects are -

   - teacher preferences and qualifications
   - availability of instructional resources
   - provincial or local priorities
   - relevance of curriculum guides
   - opportunities for in-service training.

10. Time allotments are also affected by the teaching of additional subjects (i.e. religion, second language, computer literacy), the prevalence of school wide activities (assemblies, field days) and whether sub-

jects are scheduled on the timetable to be taught by specialist teachers.

A major effect of the "Reorganization" policy has been the emphasis given to the individualization of instruction in Division I and II. Although not all teachers are aware that much of what they do in their classrooms is an outcome of the 1963 policy, they are making significant efforts to meet the learning needs of all students. While the extent of individualization varies in each school and classroom, it appears that much is being accomplished toward this objective.

The same cannot be said for continuous progress. While the concept appears to be appreciated by most teachers, the practice of it is limited in most cases to deceleration in language arts and math. Although student failure does not occur as frequently as in the past, the grade structure is still firmly in place in Saskatchewan schools.

Discussion

It is felt by many that the policies governing what is taught in the first six years of school are inadequate in that they

- assume the amount of instructional time available for the teaching of compulsory subjects is 1500 minutes per week.
- do not recognize the need to include other subjects and activities in the time allotments prescribed.
- devote too little time to language arts and mathematics instruction.
- do not clarify the relative emphasis which should be given to cognitive, affective and psycho-motor development.
- fail to recognize that basic skills can be taught using various subjects.
- leave the impression that subjects should be dealt with independently rather than in an integrated manner.

Alternatives

Following are three alternatives which could be proposed for the way Division I and II program policies are displayed:

A. If the integration of content were a program objective, it could be better achieved by the grouping of subjects into more general clusters rather than each being specified individually.

One example might be:

1. Communications (language arts, reading, computer literacy)
2. Mathematics
3. Social Sciences (science, social studies, civics)
4. Aesthetics (art, music, drama, creative movement, second language)

Such an arrangement might encourage interdisciplinary approaches as well as reduce the anxiety some teachers experience when they do not devote the time recommended for each individual subject.

B. If the purpose of policy were to ensure that the various components within subjects received adequate emphasis, the listing of subjects would need to be much more detailed. This would be particularly useful in the case of English, where the various aspects of reading and language arts would be outlined and time allotments prescribed.

C. If program policies were to reflect the concern that elementary schools should place greatest emphasis on competency in basic skill subjects, then only three subjects - Language Arts, Mathematics and Physical Education - should be considered compulsory, with the

remainder of the curriculum considered as broader concepts which would be introduced through existing subjects.

Conclusion

If program policies for elementary grades are to be a reflection of what is occurring in practice, as well as what may be needed in future, such policies should:

- place greater emphasis on the basic skill subjects, including computer literacy
- recognize the need for the teaching of life skills
- promote integration of content and interdisciplinary approaches
- acknowledge that additional subjects and other activities are typically included in the average school week
- ensure that the times recommended for various courses are consistent with policy guidelines and school-based priorities.

While it is important that policy be brought into line with reality, policy should provide direction for practice rather than simply reflecting the current state of affairs. Because of the variation which can be found in the extent to which elementary teachers adhere to the time allotments suggested in policy and the questionable use of time as the sole indicator of program priorities, the following recommendation is made:

2.1 That consideration be given to having program policies at the Division I and II level expressed in terms of concepts to be covered and competencies to be learned in addition to time to be allocated to various subjects.

This would free the teacher to adjust the program both in general and individually in light of provincial and local priorities and individual student needs.

DIVISION III

Policies governing what is to be taught in grades seven, eight and nine; time allocations for compulsory subjects, and provisions for locally developed courses are to be found in the Regulations, Section 32(5) (see Appendix F). The Curriculum Guide for Division III, July 1967, also includes a discussion of the Division III program as it relates to the broad aims of education and the nature and needs of early adolescents. Although "A Plan for the Reorganization of Instruction in Saskatchewan Schools" (1963) applies to all divisions, its emphasis on continuous progress has received limited application at the Division III level.

Based on discussions with a limited sample of Division III teachers, the following observations concerning the effect of these policies may be made:

1. Division III teachers acknowledge the responsibility of the Department of Education to give overall direction to program development. There is little attempt to differentiate between statutory, regulatory, and policy requirements of the Department. It is generally assumed that somebody has the right and power to make decisions on program issues.
2. Curriculum guides are viewed as the essential expression of Department of Education program policy. In general, teachers are aware of the compulsory and optional subject requirements for Division III and the time allotments for the subjects they teach.

3. In departmentalized schools, administrative direction largely determines what is to be included in the program of studies and how much time each subject will receive. Content is determined largely by curriculum guides. In the skill subjects the expectations of Division IV have a major influence on the program of instruction for Division III.

4. In subject areas where curriculum guides are regarded as current, there is a strong tendency to adhere to the guides. In a number of subjects curriculum guides are not regarded as being of much use to the teacher. In some instances the choice of a textbook is a major determinant in the program offered to students.

5. In general, teachers are prepared to adhere to Department of Education policies so long as these do not interfere with what they may regard as a better plan for program delivery for individual students. Openness to program modification is promoted by the inclusion of the locally developed course legislation, teachers having to select from programs which include more than can be taught in the time specified and the development of programs for low achieving students.

6. Programs for Division III are primarily academic and cognitive in nature, although the Industrial Arts and Fine Arts options offer some alternatives. Many schools have developed strong co-curricular programs and enrichment club activities which help promote effective learning and social and personal growth.

7. Department of Education program policies emphasizing individualized learning and continuous progress are not well articulated at the Division III level. Nevertheless, the philosophy underlying such policies has had

an impact on program delivery at the Division III level.

e.g. Alternate modified courses
Resource teachers
Inter-disciplinary approaches

8. The Division III teachers consulted felt that teachers could influence or change program policy. They cited such avenues as Department of Education curriculum committees and S.T.F. Special Subject Councils. It was also their view that, since program implementation takes place at the local level, school jurisdictions should have program committees which allow input from the teaching staff.

Discussion

According to a recent interview with Henry Janzen, one of the architects of the 1963 policy, an important function of the division system was to blur the demarcation between elementary and secondary programs. By creating a level of schooling where programs could be geared to the unique characteristics of young adolescents, it was hoped that their educational needs would be more adequately met.

Almost twenty years later that simple objective has not been fulfilled. While structural changes have been made and courses of study revised, Division III still remains the "forgotten years" in program delivery. Courses of this level are typically the last to be developed and are often not synchronized with what they follow and precede. What is known about adolescent psychology and brain growth is rarely employed in deciding the nature of programs for middle years students. And only now are teachers being educated specifically to work at the Division III level.

The most recent change to be made to the policies affecting what is to be offered in Division III occurred in 1978. At this time the regulations were modified to acknowledge the fact that the compulsory nature of Division III programs was unrealistic and was not being adhered to, and to provide for the possibility of locally developed courses, very few of which have been implemented since that time.

A major program concern presently being expressed is the number of Division III students who do not have access to industrial arts or home economics and who receive little if any instruction in the fine arts. The very limited program available to students in some jurisdictions is inconsistent with the desirability of students being able to explore a variety of subject areas before becoming more specialized at the Division IV level.

Conclusion

What appears to be needed now is a revised program policy for Division III which will contain objectives derived from the characteristics of middle years students and the functions schools are in a position to serve. Such a policy should clarify the nature of the transition from elementary to secondary, the question of specialization of subjects and teachers, and the balance which should be found among the academic, social, vocational and personal functions of schools.

More importantly, such a policy should emphasize the role that teaching strategies and school environments play in the determination of learning outcomes. The content of subjects considered in isolation from the context in which they are found renders them ineffective as a vehicle for influencing the objectives they are there to achieve.

Only through a concerted effort to formulate policy, develop suitable programs and improve the process of teaching and learning will the unique needs of Division III students be met.

It is for these reasons that the following recommendation is made:

2.2 That a comprehensive and updated Middle Years policy statement be prepared to guide the education of students in this age group.

DIVISION IV

The ability of schools to prepare students adequately for what they will encounter once they leave high school appears to be of real concern at this time. The economic recession has brought into sharper focus the role of the school in preparing students for an uncertain future and has served to highlight many of the recurring issues that are pertinent to the final years of schooling. Interest in high school education is less a reflection of deficiencies in this area than it is a realization of the difficulty of providing suitable learning experiences for students in their senior years of school.

Much of the discussion concerns the basic issue of what high schools are for and what they should be preparing students to do. Despite the expansion of non-academic courses, three out of four students are enrolled in a university entrance program. Although virtually all students will eventually enter the work force, career education and job entry programs are available to only a minority in the province. The recognized need for preparation in life skills is rarely manifested in the programs most students take.

A significant factor in the ability of high schools to provide programs designed to reflect student needs is simply variations in school size in Saskatchewan. During the 1982-83 school year, the number of students enrolled in grades ten, eleven and twelve ranged from 1446 to 8, with more than 70% of Saskatchewan high schools having fewer than 100 students.

In order to minimize discrepancies between large and small schools, recognition needs to be given to a common core program capable of being offered in any sized school. Such a provision, however, should not serve to limit the opportunity all schools should have to go beyond a minimum program where they are able to do so.

Programs at the Division IV level tend to illustrate the single-mindedness of educators in the way they offer courses to students. Compared to learning in earlier grades, which can be characterized by teacher flexibility and the integration of content, secondary programs are circumscribed by credit requirements, teacher specialization and whole group instruction. While greater recognition is now being given to individual student needs, variations in the delivery of programs are limited by the size of the school, the predominance of a university-oriented curriculum, and the expectations of parents and teachers.

The desire for program standardization and uniformity of student outcomes places obvious limitations on the ability of a school to accommodate the diversity that exists among the students it serves. The problem is compounded in situations where teachers see little need to assume responsibility for the overall education of students, since their involvement is often limited by departmentalization and scheduling practices.

As a result, high schools are often accused of putting the needs of the university ahead of the needs of their students. If Division IV could be seen as a "stand-alone" program aimed at providing an integrated learning experience that would capture the interest and tap the potential of students, secondary schools in this province could retain much of the energy and enthusiasm which tends to be lost with each passing school year.

Despite the many constraints which determine what a high school can do, such schools can be sensitive to the needs of their students in ways that can make them ideal places of learning for the students they serve.

Issues in Division IV Education

Most of the issues related to education in grades ten, eleven and twelve can be categorized under the following headings:

1. Philosophical Considerations

    1.1 Extent to which high school students should be treated as potential university students, societal participants, members of the work force or persons with human needs which the school should be expected to meet.

    1.2 Degree to which high school programs should be standardized across the province.

    1.3 Influence of post-secondary requirements on what is offered in high school.

2. Policy Considerations

    2.1 Credits to be taken to meet provincial graduation requirements.

    2.2 Proportion of compulsory vs. optional subjects.

    2.3 Number of credits to be assigned to individual subjects.

3. Program Considerations

   3.1 Core program vs. a smorgasbord of subject offerings.
   3.2 Integration of content vs. separate disciplines.
   3.3 Deficiencies in the "add-on" approach to curriculum development.

4. Curriculum Considerations

   4.1 Perceived irrelevance of much that is dealt with in senior maths and sciences.
   4.2 Difficulty of providing suitable English programs for low-achieving students.
   4.3 Debate between advocates of social studies and history.

5. Evaluation Considerations

   5.1 Balance between continuous evaluation and comprehensive exams.
   5.2 Multiple choice nature of most departmental exams.
   5.3 Desirability of all students being required to write external exams.

6. Teacher Considerations

   6.1 Need for greater supervision and monitoring of teacher activities.
   6.2 Difficulties faced by teachers required to teach outside their areas of specialization.
   6.3 Lack of uniformity in teacher expectations of student performance.

7. Student Considerations

   7.1 Student attitudes, affluence and absenteeism.
   7.2 Extent of part- and full-time employment.
   7.3 Incidence of early school leavers.

8. Administrative Considerations

8.1 Implications of declining enrolment for programs and staffing.

8.2 Feasibility of further consolidation of small schools.

8.3 Administrators who assume little responsibility for instructional leadership.

9. Sexual Differences in Student Achievement

In almost all subject areas at the Division IV level female students receive higher marks than do males. In English, for example, the discrepancy provincially is 7 percentage points, while in certain jurisdictions it is almost twice as great.

10. School Division Discrepancies in Student Achievement

It would appear that where a student is educated has an effect on marks obtained. Students, for example, in School Division X receive an average mark of 59.6 in grade twelve social studies, while in School Division Y the average mark is 78.9. Provincially the mean is 65.1.

Credit Requirements and the Core Program

Although positions have softened somewhat since the late 1970's, graduation requirements are still a major concern on the part of people involved in Division IV. The majority of high school principals would prefer to see a 24 credit requirement for high school completion, including 7 level 30 subjects, rather than the present 21 and 5. This feeling persists despite the fact that most school divisions have established local policies requiring students to take a minimum eight credits per year, the result of this being that most students complete in excess of 24 credits.

It would appear that the number of subjects taken by high school students may increase as a result of the economic recession. When jobs become scarce, students often turn to post-secondary institutions as a means of eventually obtaining steady employment. Due to competition for places at the institutes and universities, students are taking more academic subjects and are working harder to obtain higher standings in those subjects.

As a result, the need to require students to take 24 credits in order to satisfy provincial regulations will not be as apparent in the near future, since students themselves are electing to pursue more than a minimum program.

Because of the difficulty small high schools have in providing extensive course offerings, a greater proportion of compulsory subjects is favored by teachers in rural Saskatchewan. A more limited program province-wide would tend to decrease the disparities in program offerings that presently exist between large and small high schools.

The finding that the vast majority of secondary students take the same set of subjects, regardless of the size of school they attend, does not seem to alter the feeling that rural students are disadvantaged in comparison with their urban counterparts.

An issue faced by every high school is the influence which post-secondary requirements and the expectations of major employers have on subjects offered and selected by students. Although the majority of high school graduates do not go on after grade twelve, the opportunity to do so if they choose is a strongly-held belief in our society. Because of this, students who do not take those subjects necessary to continue further studies may be jeopardizing future career plans.

Despite the advice they may receive about future requirements, there are still many high school students who are not convinced that taking only a minimum program may prejudically affect what they may wish to pursue in the future. Any number of students who would be otherwise be employed except for the scarcity of suitable jobs are wanting to take further education in order to improve their chances of obtaining employment. What many are finding is that their high school program has not adequately prepared them for either the requirements or the expectations of post-secondary institutions. While career counselling can assist students to make better decisions, it cannot guarantee that they will necessarily make those choices which will serve them well in the future.

As long as high schools are used to screen students for subsequent opportunities, they are obliged to provide for the type of academic program required by most post-secondary institutions and attempt to ensure that the majority of their students can meet those requirements.

To ensure that students achieve a level of mastery in a core program, it is recommended:

2.3 That the number of required Level 30 subjects be increased from 5 to 7.

2.4 That the following be compulsory in each year of Division IV: an English course, a social science, a mathematics subject, and a natural science.

2.5 That no more than three credits in any one of these subject areas be considered compulsory at the Division IV level.

and 2.6 That only those courses in which students have a 90% chance of succeeding be considered for compulsory status.

In order that Division IV programs can be as responsive as possible to individual student needs, it is recommended:

2.7 That consideration be given to providing opportunities for students to challenge exams in compulsory subjects.

2.8 That the criteria used for the numbering and sequencing of Division IV courses be reviewed by the Department in order to provide maximum flexibility without limiting the advantages of sequential instruction.

2.9 That the Department recognize alternative experiences high school students may have as being creditable toward program completion.

and 2.10 That the Department encourage the development of alternative ways to provide learning opportunities at the secondary level by assisting and funding innovative approaches to meeting the present and future needs of high school aged students.

Finally, to assist students in becoming more aware of employment opportunities and requirements, it is recommended:

2.11 That the Department of Education continue to support and upgrade the level of career education in schools.

Evaluation at the Grade Twelve Level

In preparing students for those learning experiences which are dependent on standings obtained in specified subjects, high schools are under considerable pressure to ensure that the marks their students are given approximate those they would have received at any other school in the province.

The most expeditious way to try to guarantee uniform standards is to have all students write common externally-prepared and

marked examinations. Presumably this would also ensure that teachers were "covering the course" on which the exam would be based.

While a return to compulsory departmental exams would be welcomed by many parents and educators, it would be resisted by those who recognize the detrimental effects such external devices can have on classroom instruction. Teaching to a common exam can be a major deterrent in trying to accommodate the learning needs of individual students.

If students' abilities and interests can be met in a more meaningful way in a situation where evaluation is consistent with the nature of teaching, this consideration should take precedence over the demand for comprehensive exams. Uniformity of standards can be achieved in ways that respect the integrity of the teacher without imposing artificial controls on the instructional process. Earlier proposals regarding the monitoring of student achievement reflect some of these guidelines.

With respect to student evaluation at the grade twelve level, it is recommended:

2.12 That existing procedures regarding 50-50 departmental examinations and teacher accreditation continue.

In order to be able to respond to concerns that appear to exist regarding the evaluation procedures used by accredited teachers, it is recommended:

2.13 That accredited teachers be required to renew their accredited status at least every five years through in-service activities which would include the opportunity to compare with others their evaluation procedures and standards.

and 2.14 That the Department of Education review other aspects of the Accreditation Policies to determine whether they are continuing to meet the objectives for which they were established.

In order to verify the ability of grade twelve standings to predict the success students will have with subsequent learning, it is recommended:

2.15 That the Department of Education continue to monitor the extent to which grade twelve results are consistent province-wide and make the analysis of this information available to people in the educational community and beyond.

and 2.16 That procedures be established for increased communication between representatives of K-12 and advanced institutions regarding the articulation of programs, entrance requirements and expectations for students.

This could be accomplished through regular discussions among representatives of appropriate government departments, academic institutions and related organizations or through the creation of a task force to examine problems associated with the interface between secondary and post-secondary education.

Summary and Conclusions

In this section Division IV programming issues have been discussed from the standpoint of:

- the difficulty faced by high schools in providing learning experiences which will adequately prepare students for the world they will live in, given the range of possibilities which may be available to them.
- the need for schools to be able to offer a core program capable of being implemented in all schools of the province, while acknowledging the desirability

of going beyond a minimum program to accommodate student needs and school capabilities.

- pressures for changes to the Division IV policies and grade twelve evaluation procedures intended to achieve equality of student outcomes and ensure the attainment of requisite skills.

Based on the discussion of these and related issues, the following conclusions can be reached:

1. The credit system appears to be as appropriate as any vehicle for organizing the content of Division IV programs.

2. Increasing the total number of required credits seems unnecessary in view of local 24-credit policies and the recent academic interest of students. Such a change could remove the flexibility that is considered desirable for those students for whom 21 credits is all that may be expected.

3. In implementing proposed revisions to the Division IV policies, extensive consultation should be carried out with those affected by policy changes.

4. Mastery by students in the core subject areas should be complemented by efforts to provide alternative programs and enrichment experiences.

5. Articulation between secondary school programs and subsequent activities engaged in by students should be addressed sytematically by appropriate agencies.

SECTION III

DEVELOPING EFFECTIVE POLICY

This section opens with a general discussion of the role of a central authority in education, followed by an analysis of policy development within the Department of Education.

A discussion of criteria for effective policy becomes the basis for an assessment of the adequacy of program policies for the future.

EDUCATIONAL INFLUENCE of a CENTRAL AUTHORITY

The tri-partite model on the following page attempts to illustrate the three phases of instruction and the role a central authority such a provincial Department of Education can play with respect to each of these phases.

Three Phases of Instruction

1. Planning for instruction includes those decisions made prior to the teaching-learning process which determine the context and set the limits for what will occur during the instructional process. Such decisions may be as remote as legal and financial considerations (school attendance age and levels of funding) or as immediate as subjects to be taught and time to be allocated.

   These matters are characterized by their public nature inasmuch as they derive their authority from legislative provisions, and by their standardizing effects to the extent that they apply uniformly across the province. In a "systems" sense, planning decisions constitute the input which is required for the processes of instruction to get underway.

2. Delivery of instruction concerns those activities which make up the teaching-learning process. Such activities are guided by the contents of curriculum guides and the availability of instructional resources. They are influenced by the ability of teachers to utilize certain teaching techniques in achieving educational goals.

ROLE OF THE DEPARTMENT OF EDUCATION

as it relates to

PLANNING FOR INSTRUCTION	DELIVERY OF INSTRUCTION	RESULTS OF INSTRUCTION
Prior decisions	Teaching-learning process	Outcomes of learning
Public (political)	Professional (educational)	Public (political)
Standard (uniform)	Variable (situational)	Standard (uniform)
Development of policies to specify:	**Provision of:**	**Evaluation of product through:**
Content to be covered	Curriculum guides	Departmental examinations
Time allotments	Instructional resources	Standardized tests
Scope and sequence	Consultative services	Monitoring and inspection
Compulsory-optional subjects	In-service education	Program evaluation
Teacher certification	Direct Services	
Legislation and funding		
INPUT	**PROCESS**	**OUTPUT**

Because the assumption is made that teachers and administrators are in the best position to fulfill the learning needs of their students, the delivery of instruction is considered a professional activity which may vary depending on the needs students have and the ability of the school to deal with those needs.

3. The results of instruction derive most immediately from the process of teaching and learning which in turn has been circumscribed by prior planning decisions. It constitutes the output of the system and can be measured in terms of the extent to which system objectives have been achieved.

   The evaluation of the "product" of the educational system has traditionally been carried out through the use of external exams at the end of grade twelve. Such exams represent a uniform way of ensuring that certain standards have been met, thus informing the public that the process is working and that output is consistent with inputs into the system.

Role of the Department of Education

Because of its constitutional obligations for education, the provincial government is considered to be responsible for the quality of instruction to be provided. While it may choose to share this responsibility with other levels of government and professional staff, it retains the ultimate responsibility for educational programs.

In carrying out its educational mandate, the Department of Education has both an "ensuring" and an "enabling" respon-

sibility. It can ensure that those things which are needed to fulfill its objectives are in place, as well as enabling the attainment of educational goals by facilitating the involvement and encouraging the initiative of other agencies, school boards and teachers.

In fulfilling its obligations, a central authority must concern itself with all three phases of instruction - planning, delivery and results. Its role with respect to each, however, will and should vary.

1. Planning for Instruction

It is through its authority to make decisions which serve to set the stage for program delivery that a government has the greatest impact on the quality of instruction. A central agency can most effectively influence the nature of schooling through the input it makes to the educational system. In doing so, it reflects a societal mandate intended to guide the overall functions of schools.

If its philosophy of education reflects what is desired by the people it serves, and if such a philosophy is manifested in program policies capable of being implemented, a central authority can influence in significant ways the process of teaching and learning. To the extent that the process, for example, is affected by teacher qualifications, class size, the availability of resources and the designation of subjects, a Department of Education can affect not only what is taught in the province but also how schools are organized for instructional purposes.

The prominence of the Department in planning instruction results from the perceived need for universal

standards and consistency of program delivery - requirements which can best be met by a central authority. Responsibility in this area need not preclude the use of consultative processes in order to ensure that the opinions of interested parties are heard and considered.

2. Delivery of Instruction

If the province's role in planning for instruction is largely regulatory in nature, its functions related to program delivery should be primarily supportive and facilitative. It is through the implementation of curriculum guides, the provision of consultative services and the support of in-service activities that a central agency can demonstrate its commitment to instructional goals without denying teachers and administrators the latitude they require in meeting the learning needs of their students.

3. Results of Instruction

From the standpoint of education as a social system, it is possible to conclude that if inputs to the system are adequate and processes appropriate, output from the system will be as expected. Expressed educationally, if policies governing the nature of schooling and resources allocated for its support are sufficient to reflect the priority people are prepared to accord education, and if the processes of teaching and learning are consistent with the mandate such inputs represent, then the product of the system should be commensurate with the level of input and the appropriateness of the process. Where the product is not up to par, the problem is said to reside in deficiencies in the system.

This is generally the position which, knowingly or unknowingly, Saskatchewan Education has come to adopt. Rather than expending its resources in quality control measures, it has attempted to improve educational outcomes by changing the inputs or modifying the process.

Conclusion

While a Department of Education has a legitimate role in all aspects of education, its most appropriate function is to ensure that plans for instruction do provide for the kind of teaching and learning it would like to take place in its schools. If its program policies and funding arrangements are adequate in meeting the learning needs of its students, a central authority can have considerable confidence that the results of the system will meet most expectations.

For this reason it is recommended:

3.1 That in influencing the nature and quality of education, government continue to place major emphasis on its role in planning for instruction.

POLICY DEVELOPMENT WITHIN THE DEPARTMENT

Until recently, Department of Education policy development lacked systematic coordination, with no formal procedure or administrative unit being responsible for policy formulation. As a result, many policies were developed in one unit unbeknown to other branches of the department. Policy tended to take on the character of those who initiated it, often being unwritten and consequently poorly understood.

Curriculum development and the role of curriculum committees is an example of this lack of coordination. Some committees

adhered to guidelines while others created new development routes. It is to the credit of those department officials, teachers, administrators and trustees who comprised those committees that the Saskatchewan curriculum has been as successful as it has. Until recent years the lack of policy direction was of little consequence to curriculum developers and has resulted in a wide variety of guides, handbooks and educational practices reflective of inconsistency in program beliefs.

In 1979 steps were taken to coordinate policy development throughout the department. Early in 1982 a policy manual was developed to guide department officials. Of particular importance, the guide informs all department officials of present policy and provides an avenue for revisions and development of new policy.

The process of policy development receives attention in two department policy statements: "Policy Review and Development" and "Program Policy Committee". The relationship between these two internal policy statements is not explicit, although careful reading suggests that the Program Policy Committee (PPC) should act so as to inform the executive director of the Development Division, who in turn advises the deputy minister, the major actor in policy review and development. It is of some interest to note that according to the stated guidelines the deputy minister, rather than the minister, would approve policy. In practice it is expected that the deputy's approval would be contingent on ministerial acceptance.

Although the Policy, Planning and Special Projects Division of the Department of Education is responsible for maintaining policy and coordinating revision and development of policy statements, it does not act in isolation. While this division

provides expertise and technical knowledge, the final product is based largely on the judgment of department officials whose special interest and expertise is in the policy area under review. The process is described by the "Policy Review and Development" policy.

The process of policy development in the Department of Education is characterized by the following features. First, the deputy minister exercises substantial control over policy review and development. Although virtually any person within the department may initiate the process, the deputy minister decides whether or not to proceed.

While it might be argued that too much control rests with the deputy, the general expectation of government is that deputy ministers are in charge of their departments. In many respects the department comes together under one umbrella only in the deputy minister's office. It is here that the relationship among policy and the financial and administrative consequences of alternative courses of action can be properly assessed.

The second characteristic may seem like a paradox in relation to centralized control over policy making. It is that two of the most educationally significant policies of the department have been developed and implemented in conjunction with others. "A Plan for the Reorganization of Instruction in Saskatchewan Schools" and "A Statement of Division Four Program Policies" were derived through extensive consultation with teachers and school trustees, the former in the early 1960's and the latter in the late 1960's.

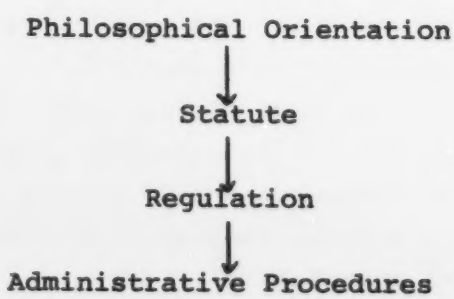
Since that time these two policies have become the major guidelines for legislative change and curriculum development in the province. Teacher education, instructional practices and

student evaluation procedures have been adjusted as a reflection of these policy statements. Outwardly education in Saskatchewan has been dramatically altered by the policies. Administrative units and even entire school buildings have been established to reflect these policy statements. Inwardly, at the classroom and pupil level, change has occurred, although the impact, it is estimated, has been far less profound.

Relationships Among Statute, Regulation and Administrative Procedures

Preliminary discussions with trustees, administrators and teachers suggest that there is no universally held definition of policy. Virtually all advice offered schools by the Department of Education is viewed as being policy. For this reason policy can be broadly defined as including all written documents and customary practices ranging from a philosophical orientation toward education to the administrative procedures to be followed by department officials.

Within this broad framework exists the following hierarchy:



In Saskatchewan the highest order of policy, its philosophical orientation, is largely unwritten. Statute and regulation are written and are enforceable by law. Administrative procedure

is written in most but not all instances. Convention and custom do form a considerable body of administrative procedure which is not subject to law but is enforced by requiring compliance with proper procedure.

Related policy can be found in curriculum guides and other resource materials for teachers and administrators. These additional matters are considered here as departmental policy, the enforceability of which can be questioned. Policy embodied in collective agreements, job descriptions and the like may impact on curriculum and instruction but are beyond the scope of this paper.

While the relationship between statute and reulation appears to be clear, the relationship between these and departmental policy is much less so. The discrepancy seems to stem from the apparent fact that the present departmental policy manual contains at least two classes of policy.

The first class of policy is best reflected in "A Plan for the Reorganization of Instruction in Saskatchewan Schools". This policy is an excellent example of government policy which guides the creation of statute and regulation. The Education Act, 1978, Regulations under the Act, "A Statement of Division Four Program Policies" and numerous other less important departmental directives have flowed from the plan for reorganization. As such, the "reorganization" policy and the Division IV policy statement should not be part of the department policy manual because they are now largely restatements of regulations and statutes.

The purpose of regulation is to clarify what is legal. For example where the law provides authority for the Minister of Education to establish a program of studies for elementary

schools, regulations clarify what that program will be. An important principle of law is that assent cannot be given to regulations which go beyond the scope of authority provided by statute.

The second class of policy includes those which are primarily administrative in nature. Policies concerning the operation of curriculum committees and the procedures for authorizing local courses of study are representative of this type. These and others are largely intended to guide department officials in carrying out duties derived from statute or regulation.

Administrative policy does not require cabinet assent but under normal circumstances requires only approval of the minister assigned the departmental portfolio. Administrative policy is designed to control and systematize internal departmental affairs and in the case of education should have little or no impact on the operation of schools and school divisions.

To clarify the status of policy affecting curriculum and instruction in Saskatchewan schools, it is recommended:

3.2 That the relationship be clarified between statute and regulation on the one hand and departmental policy and administrative procedures on the other.

3.3 That a regulatory reference group be established to consult with the Minister and Department of Education with respect to additions, deletions and modifications to regulations.

3.4 That an administrative rules and procedures advisory committee be established to consult with the Minister and Department of Education with respect to additions, deletions and modifications to administrative rules and procedures.

Factors Affecting Departmental Policies

The program policies of the Department of Education have been motivated by two major considerations:

1. The need to facilitate and reinforce well-conceived and duly considered educational plans. Almost all departmental policy decisions are intended to reflect long-term objectives which have been carefully formulated and deliberately planned. Such planning typically involves consultation with related organizations and individuals in an attempt to reach a workable consensus.

   One implication of this criterion is the difficulty of modifying policy without adequately assessing the consequences of the change for other policies or schooling circumstances.

   When a change was made to the Division IV program policies making Canadian Studies a compulsory subject in order to accommodate the demand for more Canadian content, it not only disturbed the balance between compulsory and optional subjects, but created a gap at the grade eleven level which proponents of history have been trying to fill ever since. This is only one example of a program change intended to meet one set of objectives being inconsistent with the rationale behind the entire policy.

2. The need to respond to immediate circumstances. While a government has a responsibility to determine policy based on long-term objectives, it is also obliged to listen to the concerns of those whose aspirations have not been met by the existing state of affairs.

In the interest of consistency and stability, however, changes to policy resulting from controversies or single-purpose interest groups should be considered more as minor adjustments or temporary exceptions rather than the establishment of new rules. Where overall policy changes are called for, they should be part of a comprehensive review and evaluation procedure.

Once formulated, policy statement should be sufficiently clear so that their intent cannot be interpreted in such a way as to alter the basic nature of the policy. Where latitude is desired, it should be incorporated into administrative procedures that permit flexibility without altering the overall functions of the policy.

EFFECTIVENESS OF PROGRAM POLICIES

Following are 6 criteria for effective policy which could be used as a guide for a review of departmental policy.

1. Consistent with a belief system that provides an overall framework for education and serves as a guide to action.

It is possible to interpret from the statements of philosophy found in program policies and courses of study a number of educational features that should be reflected in Saskatchewan schools. These include the recognition of individual differences on the part of students, emphasis on intellectual proficiency in basic skill subjects, and provision of a general education for all students.

While each of these can be found in some schools and classrooms, they are not necessarily descriptive of education in general.

For example, the 1963 policy, "A Plan for the Reorganization of Instruction in Saskatchewan Schools", is based on a non-graded structure for achieving continuous pupil progress. Although this policy has never been replaced or rescinded, it appears to exist more in name than in substance.

At the Division IV level, the intent of the 1975 policy, that of providing a broad general education for all students, is still considered valid and desirable. However, its feasibility, in view of declining enrolments and the expansion of courses, has been adversely affected in most rural areas. Although attempts have been made to maintain programming levels in small high schools, the opportunity for students to pursue non-academic courses has been severely restricted.

What this suggests is that policies should not only be internally consistent, but must be realistic in terms of their ability to be incorporated into the operation of schools.

2. Feasible

For a policy to be effective, it must therefore be capable of implementation. Unless it can be understood by those affected and put into practice on a continuing basis, it exists for no purpose.

A major consideration in this regard appears to be whether people expected to implement the policy are in agreement with it, have the resources necessary to act on it, and are prepared to put forth the effort needed to put it in place.

For example, at the time that the regulations governing Division III programs required all students to take all specified subjects, it was not uncommon for school

boards to provide fewer than the number of compulsory subjects, or for schools to exempt certain students from having to take every course which was offered.

When it became apparent that it was unrealistic to expect all boards to provide and all students to take every subject, the regulations were amended to permit greater program flexibility at the Division III level.

3. Enforceable

Related to the concept of feasibility is the notion of policies being enforceable. It may not be sufficient for a central agency to assume its policies are being adhered to. Certain mechanisms may be required to provide some assurance that its policies have been put into place.

There are a number of procedures a government can use to do this, procedures that can be categorized in the following way:

	Planning	Delivery	Evaluation
Normative	Obtaining agreement on goals and learning objectives	Reliance on teachers for instructional decisions	Encouraging schools to prepare guidelines for student promotion
Directive	Compulsory subjects and time allocations	Provincial courses of study and authorized texts	Periodic administration of standardized tests
Prescriptive	Grants conditional on programs provided	Use of inspectors to monitor classroom instruction	External examinations for all Grade 12 students

The use that is made of any of these will depend on the nature and purpose of the policy, its perceived importance, and the confidence that can be placed on those responsible for its implementation.

4. Cyclical

The relevance of policy is increased when policy development adheres to a model which incorporates the following features:

Evaluation:	systematic assessment of the extent to which existing policies are fulfilling their original mandate.
Development:	formulation of policy or revisions to existing policy to reflect the needs identified during the evaluation phase.
Implementation:	installation of policy achieved through awareness, communication, funding and supportive activities.
Monitoring:	maintenance of the level of implementation needed to ensure the integrity of the policy.

Reliance on such a cyclical model assumes that policy making is a rational undertaking which will not be influenced unduly by political pressures, ministerial preference or bureaucratic conveniences. In Saskatchewan it is possible to identify examples of the effects of each of these on educational policies and schooling practices.

5. Lawful

Policy makers must have the legal authority required to formulate and implement policy. This means that policy should be derived from statute enacted by an elected body accountable on a regular basis to its electorate. Such a political mandate provides a basis for the administrative development of regulations and operational procedures.

6. Public

Finally, policy must be recognizable on the part of the people affected by it. This means that it must be communicated in such a way as to clarify not only the substance of the policy but also its legal or moral authority.

The public nature of educational policy derives from the fact that schooling is an enterprise guided by public policy. This means that both the policies governing education and the processes used to develop such policies must be open to public scrutiny and review.

In order to facilitate the free flow of information and provide for individual and organizational input, mechanisms need to be found to open up the policy development process. These could include an expanded role for the educational council, greater representation by non-educators on program and policy making committees, or periodic assessments such as the Curriculum and Instruction Review.

Conclusions Regarding the Adequacy of Program Policies

Based on the preceding criteria for policy effectiveness as well as the earlier discussion of particular policies, it is possible to draw certain conclusions regarding the adequacy of program policies.

In Saskatchewan, the program policies discussed in this paper can be considered adequate to the extent that:

1. They have been moderate in nature and long-term in purpose, rather than representing short-term solutions to educational pressures.
2. They have been developed in consultation with people who would be affected by them.
3. They have been modified where it has become evident that they are not being followed.

The fact that major changes to existing policies would more likely be met with resistance than support is a reflection of their acceptability if not their adequacy.

Inadequacies in policy tend to result from:

1. The lack of an overall system for monitoring and reporting on policy implementation and maintenance.
2. The confusion which still surrounds the source and status of various policies and the location of policy statements and guidelines.
3. The difficulty of devising policy which will apply equally well to the diversity of schools in the province.

There is still some disagreement regarding the extent to which:

1. Educational policy is consistent with a belief system that provides a framework for program decisions.
2. Policies are consistent with schooling practices.
3. The objectives of program policies are always reflected in the nature and contents of curriculum guides.
4. Policies have been flexible enough to accommodate pressures on program, diversity among students, and economic restraints.

To reflect the discussion of the previous sections, the following recommendations are made:

3.5 That committees involved in the development and modification of program and policies include greater representation on the part of lay people and citizen groups.

3.6 That all administrative rules and procedures of the Department of Education be compiled and made available in a single document to educators and others who may be interested.

3.7 That proposed changes to program policies be considered in the light of their implications for other policies and schooling circumstances.

3.8 That prior to implementation, educational policy be tested against the criteria of feasibility, desirability, congruity and authority.

APPENDICES

A. Original Terms of Reference

B. Legislation and Regulations Affecting Program Policies

C. Description of Major Program Policies

D. Glossary

E. Assumptions Underlying Education in Saskatchewan

F. Organization of Saskatchewan School Programs

APPENDIX - A

K - 12 Program Policy Sub-Project

Original Terms of Reference

1. Problem

   1.1 To assess the adequacy of the present program policy and to consider the need for revision.

2. Sub-Problems

   2.1 To assess the Present Situation Regarding:

   - 2.1.1 The level of program implementation.
   - 2.1.2 The courses students are taking.
   - 2.1.3 Present credit requirements.
   - 2.1.4 Student retention.
   - 2.1.5 Compulsory vs. optional subjects.

   2.2 To Assess the Nature of the Present Program of Studies Respecting:

   - 2.2.1 The balance among academic, vocational, technical, aesthetic, life skills, language and physical education.
   - 2.2.2 Special Education.
   - 2.2.3 Gifted Education.

   2.3 To Examine Related Issues Such As:

   - 2.3.1 Modularization.
   - 2.3.2 Integration.
   - 2.3.3 Core Program.
   - 2.3.4 Prescription vs. Local Development.
   - 2.3.5 Standards.
   - 2.3.6 Post-Secondary Requirements.
   - 2.3.7 Mainstreaming.
   - 2.3.8 Job Entry - Apprenticeship.
   - 2.3.9 School Entrance Age.
   - 2.3.10 Interagency Delivery Services.

   2.4 To consider the maintenance of a current program policy statement.

3. Data Sources

   - 3.1 Educators.
   - 3.2 Students.
   - 3.3 Parents.
   - 3.4 Employers.
   - 3.5 Post-Secondary institutions.
   - 3.6 Special Subject Councils.

3.7 Comprehensive School Council.
3.8 STF.
3.9 SSTA.
3.10 Department of Education.
3.11 Department of Continuing Education.

4. Reports and Related Studies

4.1 Rural Education Study.
4.2 Program Delivery in the Small High School.
4.3 Early School Leavers Study.
4.4 Social Studies Task Force.
4.5 Report on the Fine Arts.
4.6 Saskatchewan School Programs 1980-81.

5. Timelines

5.1 April 1982 - December 31, 1982

6. Expectations

6.1 Report with recommendations.

APPENDIX - B

Legislation and Regulations Affecting Program Policies

1. Legislation

176 The program of studies must be consistent with the regulations.

177 The program of studies shall be approved by the board.

178 Pupils with special needs may be referred.

179 Co-curricular programs may be authorized by the board.

180 Language of instruction shall be English unless otherwise specified or designated.

181 Religious instruction may be authorized.

182 Citizenship education shall be provided.

183 Vocational education may be provided.

184 A board of education shall provide educational services on behalf of handicapped pupils.

185 Programs for gifted students may be provided.

186 Physical education shall be provided.

187 Driver Education shall be provided.

Sections of the Education Act That Make Reference to Program or Program Policy

Section	Reference	Mandatory	Enabling
7	Department	X	
9(a)	Minister	X	
9(c)	Minister	X	
9(d)	Minister	X	
10(j)	Minister		X
10(k)	Minister		X
91j	Board of Education	X	
169	Class Organization	X	X
174)	School Staff	X	X
175)	Principal	X	
176)	Course of Studies	X	
177)	Board of Education	X	
178)	Special Needs Students	X	

Section	Reference	Mandatory	Enabling
179)	Co-curricular	X	
180)	Language of Instruction	X	
181)	Religious Instruction		X
182)	Citizenship Instruction	X	
183)	Vocational Education		X
184)	Education of Handicapped	X	
185)	Gifted Education		X
186)	Physical Education	X	
187)	Driver Education	X	
189	Guidance and Counselling		X
227	Duties of Teachers	X	

2. Regulations

32(1) The program of studies must be approved by the board.
32(2) Courses of study must be authorized by the minister.
32(3) The principal shall determine instructional time allocated to each course.
32(4) Divisions I and II shall be taught English, mathematics, science, social studies, health-guidance, physical education, music and art. Additional courses, including a second language, may be taught with the approval of the board.
32(5) Grade seven shall be taught English, mathematics, science, social studies, health-guidance, physical education, music and art and may be taught additional courses, including a second language, with the approval of the board.

Grade eight shall be taught English, mathematics, science, social studies, health-guidance, physical education, music and art and at least one additional course selected from a second language, industrial arts, home economics and a locally developed course.

Grade nine shall be taught English, mathematics, science, social studies, health-guidance, physical education and three additional courses selected from music, art, a second language, industrial arts, home economics and locally developed courses.

32(6) The department shall maintain a division four policy statement.
32(7) A student must earn 21 credits in order to complete division IV program.
32(8) Grade ten requires seven credits including English (2 credits), mathematics, science, social studies and any two others at level 10 or higher.

Grade eleven requires fourteen credits of which give shall be at level twenty or higher, including English 20 (2 credits).

Grade twelve requires twenty one credits of which five shall be at level 30 including English 30 (2 credits), Social Studies 30 or Social Studies 30H and one credit from the math-science group at level 20 or 30.

32(9) Economics 30 may be substituted for Social Studies 30 or Social Studies 30H.
32(10) Subject prerequisites may be waived.
32(11) Credit for a division IV subject taught in division III may be granted.
32(12) The department may grant credit for certificates obtained from recognized music schools.
32(13) The department may grant credit for cadet training.
32(14) Board may require students to enrol in more than minimum number of subjects.
32(15) Adult requirements for grades ten, eleven and twelve.
32(16) Division IV credit for work taken prior to September 30, 1970.
32.1-32.9 Regulations regarding the language of instruction.

3. Policy Statements

3.1 "A Plan For the Reorganization of instruction in Saskatchewan Schools"

3.1.1 Education is concerned with the total development of children.

3.1.2 The primary responsibility of school is the development of intellectual competence.

3.1.3 The concept of grade is abandoned in favor of continuous progress. Grade failure should no longer occur.

3.1.4 Four divisions, classroom groupings encouraged, units of work used as a measure of progress.

3.1.5 The extent to which a school discovers and provides for the individual needs of its students determines the adequacy of its programs.

3.2 Division IV Program Policies 1975

3.2.1 Specifies the number of compulsory subjects, allows freedom of choice of electives, eliminates rigid tracks and streams.

3.2.2 Emphasis is placed upon intellectual growth within the context of sound physical, emotional, moral and social growth.

3.2.3 Division IV program should provide learning opportunities for all high school students.

3.2.4 The Division IV program should provide a broad general education program for all students consisting of an understanding of the basic processes in the major fields of the humanities, the social and natural sciences, mathematics, the fine arts, industrial and business education.

3.2.5 The Division IV program should provide an opportunity for some specialization, or to study some area in depth, without locking the student into a particular stream or track.

3.2.6 The Division IV program should provide more adequately for individual differences by means of greater flexibility and in freedom of choice from a broad range of elective courses.

3.2.7 The Division IV program should provide a program of academic excellence which develops in the student the ability to think and discriminate rationally as a citizen in a democratic society and world community.

APPENDIX - C

DESCRIPTION OF MAJOR PROGRAM POLICIES

A Plan For The Reorganization of Instruction in Saskatchewan Schools (1963)

This plan describes education as being concerned with the total development of children and youth. The school's role is defined primarily in the area of intellectual development. In recognition of different rates of development, the concept of grade is abandoned in favor of continuous progress. Under this system, grade failure should not occur.

To facilitate implementation of continuous progress principles, the 12 years of schooling are divided into four divisions. Grouping within each division is encouraged and units of work are used as a measure of progress. Furthermore, the policy strongly emphasizes that, "The extent to which a school discovers and provides for the individual needs of its students determines the adequacy of its programs."

Assumptions

1. Education is concerned with the total development of children.
2. School, home, church, community and individual share responsibility for education.
3. School is responsible for intellectual development.
4. Learnings related to social, emotional, moral and spiritual growth must be planned for insofar as they can be developed as natural by-products of the academic learnings which form the basic core of the school curriculum.

Objectives

1. Academic
2. Cultural
3. Vocational and Occupational
4. Social
5. Moral and Spiritual
6. Health and Physical Development
7. Other

Pattern of School Organization

1. Nine year compulsory program of basic education.
2. Extensive and diversified courses in high school.
3. As much serious attention to the needs of those who are not preparing for the professions as we have in the past given to the matriculation student.
4. Broader vocational offerings - Vocational courses in the 10th year and the provision of facilities to make a vital vocational education program possible.
5. Vocational programs will be designed to accommodate students interested in:
   - 5.1 Technical Training
   - 5.2 Trades Training
   - 5.3 Business Occupations
   - 5.4 Terminal Courses

Organization of Curriculum Guides

1. Twelve grades are divided into four divisions.
2. One guide containing outlines for all subjects in divisions I and II.
3. Continuous individual growth promoted.
4. Grouping for instructional purposes encouraged.
5. Elimination of traditional grade system.
6. Units of Work will be developed.

"Grouping"

1. Flexible
2. Independent Learning Activities

"Units of Work"

1. Growth in Social Studies based on Knowledge and Attitude.
2. Growth in skill subjects based on mastery of basic content.
3. Twelve Units of Work in each division.
4. No failure, no skipping - just a sensible continuation of progress.

Continuous Progress Assumptions

1. It is assumed that each child has his own pattern and rate of growth, and that children of the same chronological age vary greatly in their abilities and rates of growth.
2. That basic differences in learning rates are recognized by providing longer time for given blocks of work for slower learning students and reduced time for brighter students. The latter are encouraged, within limits, to move ahead regardless of grade level, or without fear of encroaching upon the work of the next teacher.
3. That continuous progress related to a pupil's ability eliminates undue pressure and produces a relaxed learning environment conducive to good mental health.
4. That evaluation of growth is continual, eliminating the year-end days of decision.
5. That steady growth keeps the slow-maturing student from becoming frustrated, and continuously challenges the talented ones, thus eliminating many behaviour problems.
6. That success and satisfactory achievement by both slow and fast learners provides better public relations with parents.
7. That teachers under this plan will be more demanding, but more satisfying.

Library and Other Instructional Aids

1. Differentiated instruction and more independent study require improved learning aids.

Guidance

1. The extent to which a school discovers and provides for the individual needs of its students determines the adequacy of its program. An adequate guidance program must be an integral part of the revised program.

Can The Policy of Continuous Progress Be Put Into Practice?

The assumptions that make up the continuous progress plan are axiomatic and form a belief system for education in Saskatchewan. The degree to which the continuous progress plan has been implemented is a matter for debate. Certainly there is more evidence of an individualized instruction and differentiated learning activities than there was in 1963. Yet we have many teachers who discourage varied rates of progress for students in their classes. Many teachers would prefer to teach the same material to a group of students with similar ability. In addition, there

is substantial evidence to support the assertion that undue pressures are still placed on students and student failure is commonplace.

Parents also tend to tenaciously hold to the grades school with its pass-fail standards-oriented environment.

The plan of continuous progress appears on the surface to be sound. The degree of implementation of the plan has not as yet been adequately researched. (Neither has the support required to implement continuous progress been documented). Certainly there is substantial progress to be made in the area of individualized instruction and in the area of public awareness and understanding of the plan. But there was an inherent weakness in inservice support for teachers in individualized instruction teaching strategies.

Will The Policy of Continuous Progress be Accepted?

By Teachers - Yes if adequate support systems are put in place along with parental support.

By Students - Yes

By Parents - It is hard to convince parents that their child might not be able to complete a post-secondary entrance program.

By Employers- Only if they understand and are prepared to accept that students leave school with different knowledge, skills and attitudes after thirteen years of school.

Does the Policy of Continuous Progress Fit Within The Overall Policy Framework?

The plan of continuous progress is basic to the overall policy framework. If continuous progress is the belief system then all other policies should fit within the assumptions that form the continuous progress plan.

Is The Policy Legal?

Section 9 (d).

A Statement of Division Four Program Policies (1975)

Objectives

1. To provide a broad general education program for all students consisting of an understanding of the basic processes in the major fields of the humanities, the social and natural sciences, mathematics, the fine arts, industrial and business education.
2. To provide an opportunity for some specialization, or to study some area in depth, without locking the student into a particular stream or track.
3. To provide more adequately for individual differences by means of greater flexibility and in freedom of choice from a broad range of elective courses.
4. To provide a program of academic excellence which develops in the student the ability to think and discriminate rationally as a citizen in a democratic society and world community.

This set of policies specifies the number of compulsory subject requirements, allows considerable freedom of choice of electives, and eliminates rigid tracks and streams. Emphasis is placed upon intellectual growth within the context of sound physical, emotional, moral and social growth.

Can The Policy Be Put Into Practice?

The Division IV policy has been implemented. The degree to which the program provides a broad general education for all students is a matter for debate. While the policy hasn't resulted in a broad general education program for all students, it has gone a long way in providing opportunities for many more students than before 1975.

Will The Policy Be Accepted?

Generally, the policy has been accepted and supported. There are those, however, who argue that meeting the needs of students through electives leaves gaps in many students' education. There are also those who argue that much of the content in many subject areas is irrelevant and outdated.

Does The Policy Fit Within The Overall Policy Framework?

The overall goal of education in Saskatchewan is to meet the needs of students. The Division IV policy has allowed for schools to meet the needs of a great number of students. The important question is how can we do better.

Is The Policy Legal?

Section 9 (d)

Regulation 32 (6).

Program Policies of Saskatchewan are contained in several documents and publications. These include:

*1. The Education Act, 1978 and Regulations

2. A Statement of Division IV Program Policies

3. A Plan For The Reorganization Of Instruction In Saskatchewan Schools

*4. Saskatchewan Education: Manual of Policies and Administrative Procedures

5. An Information Bulletin For Administrators

*6. Chronicle

*7. Chronicle Supplements

8. Curricular Guides

Those documents marked with an asterisk have indexes available.

GLOSSARY

Subject	Meaning
1. Academic	pertaining to the fields of English, foreign languages, history, economics, mathematics, and science;
2. Accountability	liability for results which have been obtained through the responsible exercise of delegated authority.
3. Accredit	to designate an educational institution as meeting required standards or accepted criteria of quality established by a competent agency. (Use of the word is frequently accompanied by an indication of the agency that does the accrediting.)
4. Achievement, pupil	the status of the pupil with respect to attained skills or knowledge as compared with other pupils or with the school's adopted standards.
5. Compulsory education	1. historically, the requirement that every child should be able to read and write by a certain age, commonly 12 years, school attendadce not being mandatory; 2. the requirement that a political sub-division provide education for the school-age population.
6. Courses of Study	1. strictly, an official guide prepared for use by administrators, supervisors, and teachers of a particular school system as an aid to teaching in a given subject or area of study for a given grade, combination of grades, or other designated class or instruction group; may include the aims of the course, the expected outcomes, and the scope and nature of the materials to be studies, with suggestions as to suitable instructional aids, textbooks, supplementary reading, activities, suggested learning experiences, teaching methods, and measurement of achievment; 2. sometimes loosely and incorrectly used as a synonym for curriculum

APPENDIX - D
(Continued)

Subject	Meaning
7. Credits	1. official certification of the completion of a course of study; 2. a unit for expressing quantitatively the amount of content of a course of instruction especially with reference to the value of the course in relation to the total requirements for a degree or certificate.
8. Curriculum	1. a systematic group of courses or sequences of subjects required for graduation or certification in a major field of study, for example, social studies curriculum, physical education curriculum; 2. a general overall plan of the content or specific materials of instruction that the school should offer the student by way of qualifiying him for graduation or certification or for entrance into a professional or a vocational field; 3. a group of courses and planned experiences which a student has under the guidance of the school or college; may refer to what is intended, as planned courses and other activities or intended opportunities or experiences, or to what was actualized for the learner, as in actual educational treatment or all experiences of the learner under the direction of the school.
9. Curriculum Guide	a substitute for a formal course of study in which desirable content is suggested rather than prescribed; includes important goals and a variety of learning experiences, teaching aids, and evaluation techniques from which those considered best suited to a particular situation may be selected.

APPENDIX - D
(Continued)

Subject	Meaning
10. Education	1. the aggregate of all the processes by means of which a person develops abilities, attitudes, and other forms of behavior of positive value in the society in which he lives; 2. the social process by which people are subjected to the influence of a selected and controlled environment (especially that of the school) so that they may attain social competence and optimum individual development; 3. ordinarily, a general term for the so-called "technical" or more specifically classified professional courses offered in higher institutions for the preparation of teachers and relating directly to educational psychology, philosophy and history of education, curriculum, special and general methods, instruction, administration, supervision, etc.; broadly, the total pattern of preparation, formal and informal, that results in the professional growth of teachers; 4. the art of making available to each generation the organized knowledge of the past.
11. Elective	any of a number of studies from which the student is allowed to select.
12. Evaluation	1. the process of ascertaining or judging the value or amount of something by use of a standard of appraisal; includes judgments in terms of internal evidence and external criteria. 2. a judgment of merit, sometimes based solely on measurements, such as those provided by test scores, but more frequently involving the synthesis of various measurements, critical incidents, subjective impressions, and other kinds of evidence weighted in the process of carefully appraising the effects of an educational experience.
13. Evaluation, pupil	a process in which a teacher commonly uses information derived from many sources to arrive at a value judgment; may or may not be based on measurement data; includes not only identifying the degree to which a student possesses a trait or to which his behavior has been modified but also evaluating the desirability and adequacy of these findings.

APPENDIX - D
(Continued)

Subject	Meaning
14. Goal	a substance, object, or situation capable of satisfying a need and toward which motivation behavior is directed; achievement of the goal (sometimes called a reward or incentive) completes the motivated act.
15. Individualization of Instruction	a type of teaching-learning in which the teacher gives consideration to the individual learner; examples are (a) guided independent study, which permits pupils at any grade level in any subject area to work on their own at their own pace under the guidance of a teacher; (b) diversified-activity individualization, which allows the pupil to repeat activities, using multiple materials or experiences until he demonstrates adequate mastery; (c) creative-activity individualization, which permits the pupil to engage in choice-making in studying problems and to plan his own activities, choose between various approaches, and correlate results from other curriculum areas.
16. Literacy	1. strictly, the bare ability to read and write; 2. more broadly, ability to read and write at the level of the average fourth-grade pupil. (The term is relative and usually implies the comparison of the individual's ability to read and write with the average ability found at his social or economic level.)
17. Need	a requirement of the organism for survival, growth, reproduction, health, social acceptance, etc.
18. Objective	aim, end in view, or purpose of a course of action or a belief; that which is anticipated as desirable in the early phases of an activity and serves to select, regulate, and direct later aspects of the act so that the total process is designed and integrated.
19. Policy	a judgment, derived from some system of values and some assessment of situational factors, operating as a general plan for guiding decisions regarding the means of attaining desired objectives.

APPENDIX - D
(Continued)

Subject	Meaning
20. Program	1. (voc.ed.) all the courses in one field of study, such as business education or industrial trades, organized to fulfill the same general objectives and conducted along similar lines; 2. in programmed instruction, a sequence of carefully constructed items leading the student to mastery of a subject with minimal error; empirical evidence of the effectiveness of each teaching sequence is obtainable from the performance records of students; 3. (adult ed.) a series of learning experiences designed to achieve within a specified period of time certain specific instructional objectives for an adult or group of adults.
21. Schooling	individual training or education received at an educational institution, military or civilian.
22. Subject	a division or field of organized knowledge, such as English or mathematics;
23. Supervision	(school admin.) that function of control which evaluates current action while in progress and assures that execution is taking place in accordance with plans and instructions; the only function of control that can lead directly to corrective action while execution is taking place.
24. Vocational	pertaining to a vocation or occupation (for example, all gainful occupations and utilitarian labor, including homemaking).

Assumptions Underlying Education In Saskatchewan

1983: Issues In Schooling
1957: Royal Commission On Agriculture And Rural Life
1918: A Survey Of Education In The Province Of Saskatchewan

COMMITTMENT TO LITERACY

1983: Develop skills of reading, writing and mathematics
1957: Rural people stressed the need for thorough grounding in the three R's
1918: To educate all its people, without exception, is both the duty and the right of democracy. There are in Saskatchewan thousands of adults classed as illiterates. If these people have been deprived of educational opportunities in their youth, it is the duty of the government to extend this blessing to them.

REGARD FOR THE INDIVIDUAL

1983: Schools pay too little attention to students as individuals
1957: To meet the problem of retaining students in school it was recommended that the curriculum be diversified to develop the potentialities of all students.
1918: Some of the younger teachers whose inclination is to be simple and natural in their teaching appear to be afraid they will be criticized if they allow the freedom they believe in.

PUBLIC PARTICIPATION

1983: Parents have little say about what happens in schools
Schools make too little use of community resources
1957: Rural people urged improvement in participation in educational affairs
1918: With a freshened outlook on teaching and a healthier human attitude toward the school subjects, there is much that the town teacher can do to bring school and community together.

NEED FOR LEARNING RESOURCES

1983: Not enough money is being spent on school libraries and resource materials
1957: It is recommended that...the Government of Saskatchewan give high priority to the establishment of regional libraries..
1918: ...trustees, in every section of the Province, have fallen easy victims to glib agents who sell expensive and unnecessary school apparatus, while they have refused to provide books and simple implements urgently requested by teachers.

APPENDIX - F

ORGANIZATION OF SASKATCHEWAN SCHOOL PROGRAMS

	Areas of Study		
Division IV Grades 10, 11, 12 (Average ages 15, 16, 17)	Academic Education	Technical Education	Business Education
Division III Grades 7, 8, 9 (Average ages 12, 13, 14)	Regular Program (In grades 8 and 9, program includes Industrial Arts and Home Economics)		
Division II Years 1, 2, 3 (Average ages 9, 10, 11)	Non-graded continuous progress plan. Basic skills emphasized.		
Division I Years 1, 2, 3, (Average ages 6, 7, 8)	Non-graded continuous progress plan. Basic skills emphasized.		
	Kindergarten		

GENERAL GUIDELINES ON TIME ALLOTMENTS

Section 32 (3) of the regulations under The Education Act states:

> "The principal, in consultation with the teachers and the director of education or superintendent, shall determine the instructional time to be allocated to each course per 1500-minute school week, within the general guidelines issued by the department."

The general guidelines on time allotments are as follows:

In Division I and II, the intended time allocations in minutes per week for the compulsory subjects are: English (560), mathematics (210), science (150), social studies (150), health/guidance (80), physical education (150), music (100), and art (100)--for a total of 1500 minutes.

Where additional subjects, including a second language, are taught with the approval of the board of education, the time allocation in other subjects may be proportionately reduced.

In Grade 7, the intended time allocations in minutes per week for the compulsory subjects are English (360), mathematics (200), science (160), social studies (160), health/guidance (120) physical education (150), art (100) and music (100)--for a total of 1350 minutes.

An additional 150 minutes is available. If this time is not used for instruction in a second language or in some other subject approved by the board, it shall be allocated to the time devoted to instruction in the compulsory subjects.

In Grade 8, the intended time allocations in minutes per week for the compulsory subjects are English (300), mathematics (180), science (160), social studies (160), health/guidance (100), physical education (150), art (100) and music (100)--for a total of 1250 minutes.

The additional 250 minutes shall be used to provide instruction in at least one additional subject selected from a second language, industrial arts, home economics and locally developed courses. If only one additional course is offered, the remaining time shall be allocated to the compulsory subjects.

In Grade 9, the intended time allocations in minutes per week for the compulsory subjects are English (300), mathematics (180), science (160), social studies (160), health/guidance (100) and physical education (150)--for a total of 1050 minutes.

The additional 450 minutes shall be used for instruction in at least three additional subjects selected from music, art, a second language, industrial arts, home economics, and locally developed courses.

DIVISION IV COURSE OFFERINGS AND CREDIT REQUIREMENTS

	Grade 10	Credits	Grade 11	Credits	Grade 12	Credits
Compulsory Subjects	English 10	2	English 20	2	English 30	2
	Mathematics 10	1			Social Studies 30 or	
	Science 10	1			Social Studies 30H or	1
	Social Studies 10	1			* Economics 30	1
Compulsory Areas					Mathematics - Science Group At least one credit from the mathematics-science group at level 20 or 30. Mathematics Biology Chemistry Geology Physics	 1 or 2 1 1 1 1
Service Areas	Guidance Physical Education		Guidance Physical Education		Guidance Physical Education	
Credits for Standing	Minimum of 7 credits for Grade X standing.		Minimum cumulative total of 14 credits, 5 of which shall be earned at the Grade XI level or higher.		Minimum cumulative total of 21 credits.	
Graduation Requirement					A total of 21 credits, 5 of which shall be earned at Grade 12 level.	

*A board of education that is satisfied that adequate provision is being made in the school for students who wish to take social studies in Grade 12 may approve Economics 30 (Economics Issues: A Canadian Perspective) as the Canadian Studies requirement in Grade 12.